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ABSTRACT

Urban conservation and service corps units, which provide jobs to disadvantaged youth and engage them in activities beneficial to the wider society, such as building or restoring city facilities, are discussed in this document, which contains two separate reports. Report 1 describes the origin and basic features of urban corps programs in New York City, California, Portland (Oregon), and Connecticut, and presents suggestions for getting a new program started. Report 2 focuses on corps funding. Possible State, local, and Federal sources of financing are outlined, and two appendices are provided giving brief profiles of a variety of conservation and service corps units and a list of useful resources. (KH)

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# Urban Conservation and Service Corps Programs

A Series of Resource Reports

#1: Launching an Urban Corps

#2: Corps Funding

Human Environment Center

UD024273

**URBAN CONSERVATION AND SERVICE CORPS PROGRAMS**

A Series of Resource Reports

**#1: Launching an Urban Corps**

**#2: Corps Funding**

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**May 1985**

The **Human Environment Center**, established in 1976, serves as a meeting ground for those advocating greater opportunity for minorities and the disadvantaged and those committed to environmental protection. The Center identifies common goals and coordinates efforts to achieve them, including integration of the resource management field, improvement of the urban environment and -- the major current focus of work -- conservation corps programs for jobless youth.

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URBAN CONSERVATION & SERVICE CORPS PROGRAMS

## Resource Report #1: Launching an Urban Corps

A growing number of city officials and local citizens, recognizing the benefits of conservation and service corps programs, have mobilized support to establish urban corps units. They know a corps can be cost-effective and can give new hope to frustrated young men and women while restoring city facilities.

Locally-directed corps are operating in Portland (OR), New York City, San Francisco, Oakland and Sacramento. Relatively urban counties with corps units include Montgomery and Anne Arundel Counties in Maryland, California's Marin County and Dutchess County, New York. And urban arms of state corps programs now function in Cleveland, Columbus, Des Moines, Detroit, Lansing, Los Angeles, New Haven, Philadelphia and San Francisco. Most of these operations have commenced since 1982 and, although most are small, they are expanding as they prove effective.

This two-part report provides first an overview of the origins and salient functions of some active urban corps, and then, drawing from the launching experience and lessons of those and similar programs, presents ideas and suggestions for conservation or service corps development in other cities. If you are familiar with urban corps experience in general, do skip to "Getting Started" on page 5. Please use this material in conjunction with the Center's "Conservation & Service Corps Profiles" (Appendix A) and Report #2, "Corps Funding."

### Urban Corps at Work

New York City

Three corps programs now operate in New York City: the City Volunteer Corps was formed in 1984 with backing from Mayor Edward I. Koch; the Environmental Action Coalition raised private funds to continue a summer corps when federal funding ended in 1981; and the Youth Energy Corps has been weatherizing low-income housing in the city for four years.

**City Volunteer Corps.** Mayor Koch, an outspoken advocate of national youth service, has developed the City Volunteer Corps as a model for the nation. The primary aim is to "provide services of real and lasting value to the city of New York in a manner that challenges young adults, promotes their personal development and enhances their educational opportunities." City Volunteers are building new facilities in city parks, restoring park drainage systems and painting murals at Brooklyn's Cobble Hill Nursing Home. Work ahead includes construction of tot lots on city-owned land near daycare centers, organizing special events at the Isabella Geriatric Center and working with emotionally disturbed children at Queens General Hospital.

Mayor Koch pledged $27 million in city funds for this three-year pilot, which will be by far the largest urban corps in the U.S. when its 1,000 enrollment is reached. He selected a diverse board from business, labor, religious, youth, employment and philanthropic interests to develop and oversee the program, which operates as a not-for-profit corporation. The support of many city agencies and non-profit organizations has been mobilized to arrange work projects and secure supplies and equipment. Volunteers are 18 years old, receive $80 a week for expenses and can spend up to 12 months in the corps. Upon leaving, a corpsmember is eligible for a readjustment allowance up to $2,500 or a scholarship of up to $5,000, the amount based on length of service.

**Youth Energy Corps.** YEC crews are a common sight in the Bronx, clambering over low-income buildings to replace dratty old windows with new thermal panes and casements, weatherstripping doors and doing other badly-needed work to save energy. Three eight-member crews can weatherize a typical six-story building in two weeks. Often, new windows that reduce heating costs also reduce the danger of lead paint poisoning in old buildings.

YEC, founded by the Taconic, Scherman and Edna McConnell Clark Foundations and the Fund for the City of New York, combines federal energy assistance funds with private donations for training. This is a work/study program for in-school, "at-risk" youth 16-18 years old. Enrollees can earn minimum wage, working half-time during the school year and full-time in the summer, and must stay in school to remain in the corps. YEC is a major step toward long-term employment for many, and it has improved community attitudes toward youth. "These are the same kids neighborhood people are afraid of when they see them in the streets," says a local public interest group executive. "But give them an opportunity and they give back what you have put in them."

**Environmental Action Coalition YCC.** For three years, the Environmental Action Coalition operated a summer Youth Conservation Corps program with federal funds subgranted through New York State. YCC enrollees age 15 to 18 landscaped neglected city parks and replanted or cared for street trees along Manhattan avenues. When federal YCC funds were slashed in 1981, EAC was determined to continue its program. Funds raised from an impressive array of non-profit organizations, corporations, foundations and community-based organizations saved the summer corps. Typically, crew salaries are funded by youth advocacy and environmental organizations, and corporations contribute toward administrative costs.

**South Bronx YACC.** A fourth New York initiative that left some valuable lessons was the year-round South Bronx Young Adult Conservation Corps. This non-residential "camp" was operated by the U.S. Fish & Wildlife Service as a Carter Administration initiative to increase federal agencies' service to urban areas and inner city youth. The Fish & Wildlife Service, hardly urban-oriented, worked successfully with city agencies and community-based organizations to select and carry out projects on city land -- primarily park development and revitalization in blighted areas. One overriding

principle guided this effort: the support of local citizens and organizations was essential. In direct federal-local partnership, community groups helped guide projects through the city approval process and agreed to maintain and sponsor each park after YACC crews completed their work.

California

California is an urban corps hotbed. The state-backed California Conservation Corps operates in Los Angeles and San Francisco, and locally-funded programs are popping up in several cities. The San Francisco Bay Area boasts the East Bay Conservation Corps, the Marin Conservation Corps and the San Francisco Conservation Corps, with the Sonoma Community Conservation Corps nearby. A Sacramento corps has just been launched and municipal programs may develop soon in Los Angeles and San Diego.

**East Bay Conservation Corps.** "She could motivate a turtle," was one corpsmember's comment about his East Bay Conservation Corps site supervisor. The Oakland-based EBCC developed a reputation for high quality work during its pilot 1983 summer, when corpsmembers repaired severe winter storm damage in two East Bay park districts. Subsequent projects have included trail maintenance, tree planting, park development and erosion control. Corpsmember performance led Hayward Area Park District General Manager L.A. Critzer to ask for more crews because "they have impressed us with their speed, spirit, dedication and hard work."

Originally sponsored by the YMCA of Hayward, EBCC is now an independent non-profit. Like most local corps, it contracts with public agencies for projects and is paid for completed work. An exceptionally large portion of EBCC income, over 80%, is from such fees for service.

Corpsmembers are 17 to 24 years old and spend 32 hours on work projects and eight unpaid hours in educational programs, including GED classes (about 60% of the corpsmembers do not have a high school diploma). This combination of paid work experience and unpaid education time is used in all three Bay-area corps programs.

**San Francisco Conservation Corps.** "No program in the city is more important to me than the San Francisco Conservation Corps," says Mayor Dianne Feinstein. The first SFCC operations in 1984 saw enrollees help to preen the city for the Democratic National Convention, renovate a hotel for the elderly, and remove shrubs in the city's Twin Peaks area to save an endangered butterfly.

The corps was sponsored by the San Francisco Private Industry Council and is now an independent non-profit. Its founding was led by Presiding Justice J. Anthony Kline of the State Court of Appeal, who was sick of sentencing young people who "never had a chance." Judge Kline formed a multi-interest planning committee and pursued funding from Mayor Feinstein, private corporations and foundations. Money to plan a year-round corps and operate a summer 1983 pilot project came from four Bay Area foundations in January 1983. A City award of $580,000 in federal Community Development Block Grant funds and further corporate and foundation support launched operations in March 1984.

**California Conservation Corps.** The State-run California program is the only primarily residential corps in the U.S. today. Most enrollees live and work far from home at 18 CCC centers, but several non-residential "satellite" centers serve urban areas. Crews from the San Pedro urban satellite, one of two in greater Los Angeles, played a major role in preparing the city for the 1984 Olympics. Their blue hardhats were widely visible as they planted new trees, painted curbs and sidewalks and landscaped and cleaned up public areas.

These non-residential CCC centers allow corpsmembers to improve their own neighborhoods, giving some of the workers their first positive involvement in the community. CCC enrollees, 18 to 23 years old, many of them high school drop-outs, must participate in educational and career counseling activities during the work day. Evening and Saturday classes are optional.

And in Some Other Cities

The **Multnomah County Youth Service Demonstration Project** in Portland, Oregon, is the brainchild of County Commissioner Gladys McCoy. This is a demonstration project to inspire state money for the Oregon Civilian Conservation Corps, which the state legislature authorized in 1983 but did not fund. Through Commissioner McCoy's efforts, funds were raised from private sources and the county government for three crews of 18-year-olds, and the U.S. Forest Service provided materials, equipment and technical assistance. One crew is building a scenic overlook and hiking trail in Mt. Hood National Forest, similar to others built there in the 1930's by the Civilian Conservation Corps. Another crew served the American Red Cross in a blood donor clinic, and a third has painted low-income housing in downtown Portland.

The **Connecticut Conservation Corps**, part of the State's Department of Environmental Protection, is non-residential. Enrollees live at home and commute to state park and forest worksites. These are mainly rural and not readily accessible to urban youth. Recently, City of New Haven officials and their state legislators secured a Corps budget supplement to establish state-land projects in New Haven and to transport New Haven youth to rural worksites.

Most state-funded conservation corps programs in the **Midwest** have one or more non-residential urban worksites. Ohio Civilian Conservation Corps enrollees are renovating state fairgrounds in Columbus and cleaning up Cleveland's mass transit lines and Iowa Youth Corps crews piled sandbags to protect Des Moines city parks from 1984 floods. Michigan Conservation Corps enrollees are serving in Detroit, Flint and Lansing, and the Wisconsin Conservation Corps is working with city officials to develop projects in Milwaukee. Some of these programs operate under laws that restrict work to state-owned lands -- rarely located in major cities -- but the Wisconsin Conservation Corps law allows public and non-profit agencies to operate corps units on any public land and to perform public-benefit conservation work on private land.

## Getting Started

There is no pat prescription for securing a conservation or service corps for your city or urban area, but it can be done! The employment of jobless young men and women in corps crews to serve communities and people has been achieved in many different ways.

Your city's way of doing things, its capacities for funding and other support, and the attitudes of its leadership structure will determine what can be done and how. The presence or absence of a state or national corps and the availibility of "outside" public or private support also will bear upon corps-launching efforts -- as will prevailing views on the severity of youth unemployment and resource neglect.

Whatever your situation, there are significant lessons from corps-founding experience elsewhere -- as well as an array of inherent corps interests common to most communities -- which you and others may wish to examine. Again, we would not be prescriptive, but please consider the following ideas for their relevance to your situation -- with our apologies for what may be obvious to some but seminal for others!

We invite you to call or write the Center to consult about corps-founding options and needs for technical assistance. The same invitation is extended by the following national organizations,* which have competence in specific aspects of corps operation and which are joined with us in these efforts:

Roosevelt Centennial Youth Project, Washington, DC, 202/783-8855: Publishes a monthly unemployment bulletin and a blueprint for youth community service programs. Studies and reports on youth employment and education issues.

Public/Private Ventures, Philadelphia, PA, 215/592-9099: Evaluates youth employment and conservation corps programs, publishes reports on the California Conservation Corps and serves as a youth employment and training information center.

National Service Secretariat, Washington, DC, 202/724-0458: Provides information about national youth service programs and youth service initiatives.

### Consult state corps officials, present or past.

If your state operates a conservation or service corps (see Appendix A), do explore the potentials, under existing law or by amendments, for a state corps unit in the city. State conservation corps laws vary widely. Some restrict work to state-owned land under state natural resource agencies, while others allow local governments and non-profit organizations to operate corps crews on public land and some private land. You may find a state corps

* Appendix B contains addresses and phone listings for these organizations.

unit the most viable prospect, or you may want to weigh such a potential against that of a corps sponsored locally.

Absent a state corps, you may locate state conservation or employment officials* who ran Young Adult Conservation Corps (year-round) and/or Youth Conservation Corps (summer) programs until their federal funding stopped in 1981. The experience of those officials, some of it urban in the more populous states, and their annual reports and related documents could be instructive. Such officials are apt to support your mission and to be familiar with interested state legislators and with any recent efforts toward state corps legislation.

**Speak with current corps operators in other cities.**

Do call any of the directors of current state and urban corps programs (see Appendix A). Ask how their founders resolved questions that you face, and ask for phone or address reference to the key civic or political leaders who put those corps on the map. These people have some missionary blood and are more than willing to assist others. They were in your situation not long ago, and they want to equip others with their own experience and lessons. The specific low-down on how communities like yours started a successful corps may well inspire corps interest in your own area -- in the "movers and shakers" of local government, non-profits, business and philanthropy.

**Assess community interests and resources to be enlisted for leadership and support.**

Corps organizers have been successful because they sought broad and active backing from many groups: environmentalists, business leaders, minority groups, local foundations, city officials, youth advocates, police and many others. Members of these groups can activate multi-source funding, provide bipartisan political support and bring specific experience to a governing or advisory body. And some may see enlightened self-interest in helping to launch a corps, e.g. businesses might improve their conservation reputations, and environmental groups might increase their acceptance among minority and disadvantaged interests. In almost all cases, corps organizers have involved diverse interests in an initial planning committee or named their representatives to a board of directors. Your own situation may require leadership from as few as one or two strong local interests, but do consider all those that can help -- and all those whose omission, however inadvertent, could lead to duplication of effort or even resentment.

Some groups and interests to consider:

Foundations have given generously to local corps programs, for start-up planning and for operations, and they may provide such support in your community. Non-profit corps operations are apt to depend on some private funding,

*Most state YCC and YACC programs were administered by state natural resources or park agencies, some by state employment or community affairs agencies. If you hit a blank wall, the Human Environment Center will be happy to help you locate former corps officials in your state.

both at their founding and to maintain training and other services for corpsmembers. The Taconic Foundation founded and still assists the Youth Energy Corps in New York City. In San Francisco and Marin County, establishment of corps by Private Industry Councils relied upon foundation money. The Fund for the City of New York performed advance work for the City Volunteer Corps. Foundation directors often take pride in spearheading new service ventures, and, as funding sources, they may have unique "leverage" among community leaders and organizations!

Business and industry want the capable and reliable entry-level employees that a corps can produce, and many want well-kept communities that attract and hold company personnel. Business leaders can support corps efforts in many ways. Representatives of major Texas oil companies serve on the Texas Cadet Conservation Corps advisory committee, and they helped secure corporate contributions for supplies and equipment when the program was launched in 1984. Private Industry Council (PIC) sponsorship of corps units has been noted, and you may find this well worth cultivating. In some areas, business and industry representatives are identifying job skills that will make enrollees employable in the private sector and are helping to place successful departing corpsmembers in jobs. In San Francisco, C P National loaned one of its executives to the corps for a year to develop a job counseling and career development program.

Organized labor is greatly concerned about unemployment -- both for its effects on people and society and for its threat to the jobs and wage rates of union members. Labor unions can be important corps friends, both politically and in job training, apprenticeships and placement for corpsmembers. At the same time, some unions may hold legitimate concerns that minimum-wage corps crews could displace other workers, prevent reinstatement of those laid off, or undercut "going" wage rates. Early and continuing involvement of labor representatives in corps policy, along with effective commitment to avoid displacement and wage competition, can bring strength and preclude difficulties for an urban corps.

Environmental and conservation groups should find an urban corps just what they need. Strong early and continued corps backing will add to the social relevance of their urban environmental mission, and a corps can bring disadvantaged youth into environmental awareness, concern and accomplishment like nothing else can. These groups may provide enrollee training in the ecology of urban parks, trees, streams and wildlife. They can identify local conservation-work needs, and some could sponsor and even operate corps units when a program is launched. The Environmental Action Coalition continues to operate a YCC program in New York City with private funds, and there is a great potential for corps work in nature centers and environmental study sites in urban areas. The Marin Conservation League is a staunch supporter of the Marin Conservation Corps and hosts a yearly recognition dinner for corpsmembers.

Minority, youth advocacy and religious groups will support effective programs that provide work and training opportunities for youth, and will be knowledgeable about local youth problems and the working relationships of community-based organizations. As a program develops, they can join in recruitment, counseling and training and can assist in post-corps job

placement. In some cases, as in Dutchess County, New York, corps programs have been sponsored by youth groups or have received training assistance from community-based youth training and employment organizations. The East Bay Conservation Corps was originally sponsored by a youth group, the YMCA of Hayward, and several New York religious organizations sponsor City Volunteer Corps units in human service projects. The Urban League in Pontiac, Michigan, operated a Young Adult Conservation Corps camp until federal YACC funding ended.

School systems and community colleges can bring training and remedial education know-how to corps planning and can address the "school-to-work transition" concerns so often registered by youth and employment authorities. Many programs (e.g. Smokey House in Vermont, the Iowa Youth Corps and the San Francisco Conservation Corps) either operate in-school work/study programs for "at-risk" youth or provide GED and remedial classes for enrollees in cooperation with local schools. Such links with schools are especially important in large cities where high school drop-out rates are as high as 40%. And there is a great potential for operation of corps programs by urban and/or minority universities, school systems and vocational training centers. Successful Young Adult Conservation Corps centers were operated until 1982 by the predominantly black Grambling State (LA) and Central State (OH) Universities, performing needed on-campus and community conservation projects. In New York State, vocational training centers operated several Youth Conservation Corps units and provided certified heavy equipment and other construction skills training to enrollees.

City and county governments have launched five of the local corps. Local government cooperation is virtually essential to any urban corps from the beginning. A mayor, county executive or governing council can give invaluable moral and tangible backing. Officials of local employment, youth, parks, recreation, public works, sanitation, police and other departments have direct stakes in corps work and may command community attention and specific resources for a corps. Some may want corps-operating roles for their agencies. The Montgomery County (MD) Conservation Corps is housed in the Department of Family Resources, and other local corps are administered by youth and "manpower" agencies. It may be important to clear and coordinate corps-founding efforts with education, employment, training, social service and juvenile justice authorities. Any of those may have ways of helping to launch a corps and, in future, may refer youth needing "a chance at a job," and be strong corps supporters. Judge dealing with juvenile offenders seem particularly sympathetic to the corps idea, and San Francisco's corps was founded by one.

**Consider options for initial and permanent corps administration.**

A unit of municipal or county government? A sub-unit of an existing agency? A project of a non-profit organization or foundation -- with or without the prospect of future spin-off to independent status? A joint project connected to local government, as by mayoral appointment of board members? Immediate, independent, non-profit status from the onset, as a wholly new entity?

All of those options, or variations on them, have been considered by corps founders and most have been applied somewhere. Models abound, as cited in Appendix A. The question may come down to the location of leadership that wants a corps, is ready to work for it, and can convene community support. It happens that locally sponsored corps, whatever their origins, have tended to become independent non-profits with their own boards of directors. This creates latitude to work among community-based organizations and facilitates private fundraising and in-kind help without forestalling government support. On the other hand, an unequivocal bipartisan commitment of city or county government leaders to support a local-government corps is hard to beat!

Again, consult the directors and founders of going urban corps, whose experience may illuminate your choices.

**Document local youth unemployment and neglected conservation and service needs.**

Youth unemployment is typically double the rate for the general population and black youth unemployment hovers between 40 and 50 percent nationally. These figures are commonly higher in major cities and are affected little by upsurges in the economy. Youth unemployment figures for your city are readily available through city or state employment offices. The data may provide strong justification for a corps program and may help to target age groups and social segments for eligibility and recruitment. Conservation and service needs may be harder to document. Local government departments, as cited above, may have maintenance and development schedules that reveal unmet needs and work backlogs. Urban conservation groups, community associations and "good government" groups may have surveyed needs, and there is apt to be strong community opinion, more or less informed, about undone maintenance and repair. Social service agencies and hospitals may have specific facility needs and demands for care of the elderly, day-care, etc. In any event, a strong case for corps work will help start it.

**Display the corps idea through communications media, conferences and events.**

Press and broadcast coverage of the corps idea can foster widespread support for a local start. Letters to the editor can describe corps accomplishments in other cities and cite local needs. And, of course, a local editor or columnist crusading for a corps could be a "telling" asset! Television and radio talk shows and call-in programs provide opportunities for such advocacy and discussion, as do the meetings and events of many local groups.

Directors of active corps in other cities might be brought in to tell their success stories, with slide or film presentations. Alumni of the 1930's Civilian Conservation Corps and more recent corps programs can enliven the local dialogue, perhaps at photogenic sites of past corps work. Their pride of accomplishment and the self-confidence they gained can activate deep human interest. And local political and community leaders

advocating a corps may be pleased to appear and be quoted. The Human Environment Center will be happy to help identify such persons in your area and to provide editorials and columns from major U.S. papers displaying the corps idea.

## Conclusion

The ideas presented here concern initial steps for corps development. Other actions -- defining corps goals, outlining a program, initial budgeting and fundraising -- will follow, along with the "nuts and bolts" of implementation. The Human Environment Center can provide a wide variety of program materials and technical assistance (see order form) and can identify other helpful resources. The process may not be simple, but the effort can awaken unknown community strengths for social and environmental gain.

The Center will be happy to assist in any way it can and is eager to know of your development as part of the urban corps movement. Your experience and lessons will help others, as we hope the foregoing has helped you. Good luck!

# # #

## Resource Report #2: Corps Funding*

Urban conservation and service corps programs present a unique opportunity to teach work skills to unemployed young people while improving the environments of our hard-hit cities.

Unfortunately, in this era of tight fiscal policies and budget deficits good ideas don't automatically translate into funded entities. Funding is the most pressing problem facing corps agencies, both public and private, and the most difficult hurdle for those working to create new corps around the country. Yet, urban corps have secured backing from varied sources. In many areas, creativity and mobilization of community interests can enlist financial and in-kind support from government, philanthropy, business and service organizations.

We hope the following experience and ideas can help you find nourishment for corps operations in your urban area.

### State-funded Urban Corps Work

Eleven states -- Alaska, California, Connecticut, Iowa, Michigan, Minnesota, New Jersey, Ohio, Pennsylvania, Washington and Wisconsin -- have year-round statewide corps funded by tax revenues, and Texas and New York may start programs in 1985. Additionally, there are summer conservation corps for high-school age youth in Alaska, Iowa, Maine and Maryland. (See Appendix A, "Conservation & Service Corps Profiles," for name, address and phone details.) If you live in one of those states, a state-funded urban corps unit might be secured for your city, perhaps to be augmented by local funds and in-kind support. However, some state laws restrict corps work to state land, which is scarce in cities, or to service for rural-oriented natural resource agencies. In such cases, it may be feasible to amend the state corps legislation or to secure an exception otherwise.

A corps experience for urban youth is also possible in a few states operating residential centers, which provide healthy disciplined living for enrollees from degraded home environments. Residential centers also provide more time for corpsmembers education, social development and building of *esprit de corps*, but they are relatively costly and are less common than rural day-work centers among current state corps. Non-residential centers do allow corpsmembers to take a positive role in their own communities and to gain recognition and self-esteem from improving and developing facilities that their neighborhood appreciate.

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* The reader is assumed to be familiar with material presented in "Resource Report #1: Launching an Urban Corps."

Urban Initiatives and Amendments. The primarily rural and residential California Conservation Corps has expanded its urban service by creating two day-work units in Los Angeles and a residential center on San Francisco's Treasure Island. And a recent urban-targeted amendment to the Corps enabling act provides some $2 million to "establish a non-residential program with an educational component in neighborhoods which have high concentrations of ethnic-minority youth and which have high levels of youth unemployment." These funds can be subgranted for local corps operations like those in San Francisco and Oakland, and can be used by state corps urban units for remedial classes, career counseling and job skills development.

In relatively urban Connecticut, New Haven Alderman Rick Turner and state legislator Walter Brocks dealt creatively with the problem of excessive commuting distances for city youth. They persuaded the state legislature to add $20,000 to the Connecticut Conservation Corps budget, earmarked for New Haven worksites, and additional state funds were appropriated to transport New Haven corpsmembers to rural day-work sites.

Other State Sources. Many states have allocated some of their state tax revenues for conservation work and/or youth employment programs. Corps directors may be able to tap some of these funds to support various components of a program or for specific work projects. Through Wisconsin's Non-point Source Pollution Program, corps enrollees can be hired to complete water pollution control projects. Partial Wisconsin corps funding may also come from corpsmember construction of boat ramps under a new Inland Water Access Program. Such potential sources for individual states cannot be identified here, but your state agencies concerned with employment, youth services, natural resources, parks & recreation, fish & wildlife and/or environmental protection are worth consulting.

## Locally-funded Corps

With or without a state-funded program, a locally sponsored corps may be the best (or only) option in a given city. This commonly requires seed money, as from one or more foundations,* and/or a strong initial sponsorship base, such as a Private Industry Council, a YMCA, Urban League or the like. Or, local government may perform all of the groundwork. (Sponsorship of some existing programs is described in Report #1.)

Multiple Sources. Once you have examined urban corps experience elsewhere and have weighed local organizing options (the Human Environment Center is glad to assist that exploration), program development may entail fund-raising from federal, state, city and/or private sources, contracting with city agencies for reimbursement work, and lining up diverse in-kind support. A nice exception may be direct corps funding by local government, as in New York City and Montgomery County, Maryland.

* The Foundation Directory, available at most local libraries contains a state-by-state list of many foundations, their principal funding interests, a city index, and other pertinent information.

The Non-profit Advantage. Most of the present local corps are incorporated as non-profit organizations, in part for funding purposes. A non-profit is better positioned to seek private funds than is a public entity. It can earn broad-based and durable political support across party lines when "city hall" may be one-sided, and can exert fundraising influence through its board of directors. Mayors Koch and Feinstein of New York and San Francisco, while providing or securing corps funds, may have found the best of both worlds by naming diverse community leaders to the bipartisan governing boards of their cities' corps organizations. A multi-interest advisory board can serve similar purposes for a corps run by city or county government, if advisors are given significant roles and are taken seriously.

In any event, persistent and carefully targeted fundraising is essential, and the actual funding mix will vary from one local corps to another. For example, the San Francisco Conservation Corps has secured major funding from federal Community Development Block Grant funds through the Mayor's Office of Housing and Community Development, most recently a $1 million award, and local foundations and corporations have helped additionally. SFCC also contracts for work with city agencies and with the Golden Gate National Recreation Area of the National Park Service, usually requiring that supplies, equipment and technical supervision be provided by the contracting agency. The National Park Service donates office space for the Corps at its Fort Mason facility.

On the other hand, the East Bay Conservation Corps in Oakland, meets 83% of its $700,000 budget through project payments from contracting agencies -- such as local park authorities and public works departments, which must supply materials and technical assistance. But some staff and overhead outlays require support from foundations and other agencies. Recently, several foundations were approached to fund an East Bay educational and career development position.

Resourcefulness and determination -- in local corps staffs, governing bodies and support groups -- are constant essentials.

## Federal Assistance

For Youth Training. Although non-military federal funds grow scarcer, an urban corps may find ways to tap Uncle Sam. The Community Development Block Grant potential has been cited, but the more common source of the few federal dollars available to state and local corps is the Job Training Partnership Act program (JTPA), the recent replacement for the Comprehensive Employment and Training Act (CETA).

Unfortunately, JTPA can help most corps only in a limited way, since it can provide a small "stipend" but not a living wage to a JTPA trainee. Some funds can supplement corps budgets for education, training and job placement and, in certain cases, for purchases of such equipment as work boots and protective clothing.

Availability of JTPA funds varies from state to state and actual disbursements are made by non-governmental Private Industry Councils operating in defined Service Delivery Areas, of which each state has several. And each state has its own JTPA regulations, so what is allowed in one may be prohibited in another. Nevertheless, this is a source of funds worth exploring. Your area Chamber of Commerce or state employment and training office will be able to identify the local Private Industry Council and provide information about the state JTPA administrative system.*

For Summer Corps. JTPA can help summer programs more directly. Under the Act's Summer Youth Employment section [Title II (B)] direct wages can be paid for five months at the $3.35 per hour minimum wage for 32 hours per week, and worker compensation is covered. Several states, including Texas, Maine, Maryland and Washington, tap JTPA Title II (B) funds for summer corps operations, as do the Dutchess County (NY) and Anne Arundel County (MD) programs. Washington State's year-round Conservation Corps makes use of JTPA Title II (A) work clothing and counseling benefits and Summer Youth Employment funds.

For Energy Conservation. Corps energy conservation work may gain support from two federal programs. The Youth Energy Corps in New York City draws funds from the Department of Health and Human Services Low Income Home Energy Assistance Program for weatherization projects. The federal Weatherization Assistance Program of the Department of Energy is another possible source. Block grants from these programs go through state governments to local community action organizations. A conservation corps may be able to contract with local organizations for weatherization projects, or a corps could be established, as was the Youth Energy Corps, to perform the work. The Human Environment Center can identify your state's administrator of these funds.

Looking Ahead. The potential for future federal assistance to urban corps programs is considerable. The American Conservation Corps Act, to fund federal, state, tribal and local corps programs, passed the 98th Congress by a large majority but was vetoed by the President in October 1984. January 1985 re-introduction of ACC in the House and Senate provided for an increased (from 35% to 50%) state and local share of ACC appropriations, in part to gain favor at the White House. States would have to pass at least 10% of their ACC funds to local governments, and, of course, state and federal ACC units could be established in urban centers. Another pending initiative, the Voluntary National Youth Service Act, would provide 50-50 matching grants for state and local service programs, and youth components of larger job-creation bills also could help nourish urban corps work. Yet, given the Federal deficits that loom ahead, the best many urban corps will find in Washington, D.C. for some time may be supplemental funding rather than primary support.

* The National Association of Private Industry Councils can also provide information about JTPA. See Appendix B for contact, address and phone.

## Conclusion

Various avenues of funding effort could enable young men and women in your city to enroll in a conservation or service corps and to bring needed environmental and human services to the community. Past experience indicates that support for a corps can mushroom as work projects unfold and as corps benefits to the community and to participating youth become appreciated.

Funding possibilities for your city may differ from those described here. There are many avenues to explore and many people to call upon for assistance. Experienced corps directors (see Profiles) are always happy to share their know-how and can be persuasive corps advocates before your potential funders. The Human Environment Center will be happy to keep you abreast of innovative corps development approaches. Please call on us and other youth conservation employment and training organizations (see Resource List) for information and assistance.

# # #

# Conservation and Service Corps Profiles

May 1985

There has been a remarkable emergence of state, local and non-profit youth conservation and service corps since the 1981 termination of most such Federal programs. Data here show $119.7 million now spent annually for these operations in the U.S. -- $96 million for 21 programs in 14 states, $13.7 million for 15 local and non-profit corps, and $10 million by Federal agencies (vs. a Federal $260 million before 1981). Canada, with one-tenth of the U.S. population, spends $50 million per year on such programs.

These units vary in design and function, but they typically depend upon an array of conservation, youth and employment interests for statewide and/or local support. All serve conservation and human needs, and most are seriously underfunded. The funding levels shown here are not necessarily comparable from corps to corps because of variations in program design and accounting. The Human Environment Center is glad to provide details on the structure and functions of each corps.

This information has been gathered from corps managers, but the Center is responsible for any errors or omissions. Corrections and additions are earnestly invited. - **Human Environment Center, 810 18th St., N.W., Washington, DC 20006; 202/393-5550.**

## State Year-round Corps

**Alaska Conservation Corps** ($350,000): Administered by and operates in Alaska State Parks. Employs enrollees, 15 to 18 years old, in summer program and 18 to 24 years old in year-round program. Non-residential and residential. 75 Summer, 5 year-round corpsmembers.

Mike D. Lee, Director
Alaska Consevation Corps
Pouch 7001
Anchorage, AK 99510
907/265-4504

**California Conservation Corps** ($44 million): A division of the California Resources Agency. Contracts with federal, state and local land-managing agencies. Ages 18-23. Has mandatory GED and literacy program. Operates 19 residential centers and 13 non-residential satellites. 1947 corpsmembers.

Bud Sheble, Director
California Conservation Corps
1530 Capitol Ave.
Sacramento, CA 95814
916/445-0307

**Connecticut Conservation Corps** ($620,000): Administered by the Department of Environmental Protection. Operates 10 eight-member crews in state parks and forests. Ages 18-26. Non-residential. 80 enrollees.

Richard Couch, Director
Planning and Development
Division of Conservation/Preservation
Dept. Of Environmental Protection
Hartford, CT 06106
203/566-5026

**Iowa Youth Corps** ($1,200,000): Administered by the Iowa Office of Planning and Programming. Public and private agencies provide 30% funding and operate programs on non-federal public lands. Ages 14-19. Operates summer conservation program, volunteer program and year-round, in-school service corps for disadvantaged youth. Non-residential. 2000 enrollees.

JoAnn Callison
Office of Planning & Programming
523 East 12th St.
Des Moines, IA 50319
515/281-3927

**Michigan Conservation Corps** ($5.2 million):Administered by the Department of Natural Resources. Operates on public land. Enrollees must be 18-25 and on general assistance when hired. Michigan may also establish a Community Service Corps. Non-residential and residential. 500 enrollees.

Timothy Ervin, Director
Michigan Conservation Corps
Deparment of Natural Resources
P.O. Box 30028
Lansing, MI 48909
517/373-0134

**Minnesota Conservation Corps** ($805,000): Administered by the Department of Natural Resources. Operates on state-owned land. Ages 18-26. Non-residential. Also operates summer program for ages 16-18. 75 year-round corpsmembers, 150 summer.

John Grix, Director
Office of Youth Programs
Minnesota Dept. of Natural Resources
Box 4, 500 Lafayette Rd.
St. Paul, MN 55146
612/296-2144

**New Jersey Youth Corps ($1.5 million):** Administered by the Department of Community Affairs. Public and private agencies can contract for corps units to perform a variety of conservation & human service projects. Corpsmembers are high school drop-outs & must return to school to participate. The Dept. of Education administers $700,000 in funds for the mandatory educational component. Ages 16-25. 800 enrollees.

Ken Butko, Administrator
New Jersey Youth Corps
Rm. 4A - NJ Dept. of Community Affairs
CN-800 363 West State Street
Trenton, NJ 08625
609/984-6666

**Ohio Conservation Corps ($6.5 million):** Administered by Division of Civilian Conservation in the Department of Natural Resources. Operates in state parks and forests. Ages 16-23. Two residential and seven non-residential. 400 corpsmembers.

Nancy Hickman, Chief
Ohio Division of Civilian Conservation
1889 Fountain Square, Bldg F-2
Columbus, OH 43224
614/265-7057

**Pennsylvania Conservation Corps ($13.5 million):** Administered by the Department of Environmental Resources. State agencies (Environmental Resources, Military Affairs, Fish, Game and Historical Sites & Museums) and any local government can submit project proposals to the DER. Operates on public land or private land with documented public benefit. Ages 18-21. Must be economically disadvantaged. Non-residential. Also operates summer program for 15-18 year olds, with foundation grants and private donations. 500 enrollees now, 1500 by June.

Ralph Romeo, Director
Office of Program Planning & Development
Dept. of Environmental Resources
P.O. Box 1467
Harrisburg, PA 17120
717/787-2316

**Texas Conservation Cadet Corps ($375,000):** Administered by the Texas Education Foundation as part of the Governor's Exemplary Programs for Youth. Funded by JTPA and public & private sector partnership. Operates in state parks, wildlife refuges, barrier islands and on the Battleship Texas. Ages 18-21. Residential. 40 enrollees.

Doug Duke, Director
Exemplary Programs for Youth
Governor's Office of Planning & Budget
Sam Houston Building
Austin, TX 78711
512/475-1147

**Wisconsin Conservation Corps ($2.5 million):** Administered by a governor-appointed citizen policy board attached to the Department of Administration for fiscal and budgetary purposes. Operates on public and private land. Public and non-profit agencies submit proposals to operate corps units. Ages 18-25. Non-residential. 570-670 enrollees.

William Brakken, Executive Secretary
Wisconsin Conservation Corps
119 Monoma Avenue
P.O. box 8918
Madison, WI 53708
608/266-7730

**Washington Conservation Corps ($2.5 million) and Community Service Corps ($1.1 million):** Conservation Corps administered in six state conservation agencies and coordinated by the Department of Employment Security. Operates on state land. Ages 18-25. Residential and non-residential. Service Corps administered by Department of Employment Security. Serves the handicapped, elderly, poor, sick and mentally retarded. 500 corpsmembers.

William C. Basl, Director
Washington Conservation Corps
Employment Service Division
Employment Security Department
212 Maple Park MS KG-11
Olympia, WA 98504
206/754-1072

## State Summer Corps

**(Summer 1985 Projections)**

**Alaska:** See above

**Iowa Conservation Corps:** See above

**Maine Conservation Corps ($255,000):** Administered by the Department of Conservation. Combines state funds with local governments' federal Summer Youth dollars. Operates on state land. Ages 16-21. Non-residential. 100 corpsmembers.

Dennis Doiron, Director
Maine Conservation Corps
State House Station 22
Augusta, ME 04333
207/289-2211

**Maryland Conservation Corps ($630,000):** Administered by the Department of Natural Resources. Operates on state, county and private lands in conservation projects aimed at saving the Chesapeake Bay. Ages 16-21. Non-residential.

Jonathan Underwood, Director
Maryland Conservation Corps
Department of Natural Resources
69 Prince George Street
Annapolis, MD 21401
301/296-3664

**Michigan Youth Corps ($18 million):** Administered by the Employment Security Commission. Operates on public lands through the Departments of Natural Resources and Labor. Ages 18-21. Priority given to older applicants whose heads of households are unemployed. Non-residential. 15,000 positions.

Timothy Ervin
Conservation Jobs Programs
Dept. of Natural Resources
P.O. Box 30028
Lansing, MI 48909
517/373-0134

**Minnesota:** See above

**Pennsylvania:** See above

# Other Corps Programs

**Anne Arundel County Bay Savers, MD ($100,000):** Administered by County Office of Manpower. Funded through JTPA. Designed to preserve economic & environmental quality of several watersheds of the Chesapeake Bay. Operates on public lands. Ages 16-21. Non-residential. 60-90 corpsmembers.

Dorothy McGuinness
Anne Arundel Y.C.C.
P.O. Box 1831 - MS 1306
Annapolis, MD 21404
301/244-1319

**City Volunteer Corps, New York City ($7 million):** Administered by a non-profit corporation funded by New York City. 18 year-olds serve as volunteers in conservation and human service projects. Enrollees receive $80 a week for expenses and qualify for a $2,500 cash readjustment or $5,000 scholarship bonus after one year of service. Year-round, non-residential. 350 volunteers, 1000 by September.

Carl Weisbrod, Executive Director
National Service Corporation
330 West 42nd Street
New York, NY 10036
212/947-9544

**Dutchess County Youth Community Service Corps, NY ($300,000):** Administered by the non-profit Youth Resource Development Corp. Funded by JTPA. Crews work in county and state parks and in service corps projects, including rehabilitation for the Poughkeepsie Housing Authority. Ages 16-19. Employs three crews of in-school youth and three of highschool drop-outs. Year-round, non-residential. 36 positions.

James Klasen, Director
Youth Resource Development Corp.
319 Mill Street
Poughkeepsie, NY 12601
914/473-5005

**East Bay Conservation Corps, Oakland, CA ($1.1 million):** Administered as a private, non-profit organization. Funded through public agency funds, foundation grants and fees for services. Contracts for work with federal, state and local agencies. Ages: 17-24 year-round & 16-21 summer. Non-residential. 68 corpsmembers.

Joanna Lennon, Executive Director
East Bay Conservation Corps
1021 3rd Street
Oakland, CA 94607
415/272-0222

**Environmental Action Coalition, NY ($28,000):** Youth Conservation Corps program administered by non-profit environmental organization. Funded by private corporations. Concentrates on urban park maintenance and clean-up. Ages 15-18. Non-residential. 12 enrollees.

Nancy Wolf, Executive Director
Environmental Action Coalition
417 Lafayette Street
New York, NY 10003
212/677-1601

**Marin Conservation Corps, CA ($1.57 million):** Administered as a non-profit organization. Funded by fees for services, foundation grants and public agency funds. Contracts for work with federal, state and local agencies. Ages: 18-26 year-round and 15-22 summer. Non-residential and residential. 78 corpsmembers.

Harvey Morrison, Director
Marin Conservation Corps, Box 89
San Rafael, CA 94915
415/454-4554

**Montgomery County Conservation Corps, MD ($227,000):** Administered by the Department of Family Resources. Funded by JTPA and Maryland Conservation Corps. Operates on public lands in watersheds of the Potomac, Patuxent and Anacostia Rivers. Ages: 14-21 summer and 17-22 Year-round. Non-residential. 20 enrollees year-round and 40 summer.

Deborah Shepard, Coordinator
for Conservation Corps
101 Monroe Street
Rockville, MD 20850
301/949-3380

**Multnomah County Youth Services Demonstration Project, OR ($102,000):** Administered by Multnomah County Youth Services. Funded by fees for services, donations and Community Development Block Grants. Operates on public lands and in low-income urban neighborhoods of Portland area. Minimum age 18. Year-round, non-residential. Number of enrollees varies with contracts and funding changes.

Bonnie Neal, Acting Director
Multnomah Cty. Youth Services Project
5205 Southeast 86th Ave.
Portland, OR 97266
503/775-8170

**Northwest Youth Corps, Eugene, OR ($125,000):** Administered as a private, non-profit organization funded by fees for services from private logging companies and non-profit organizations. Ages 16-18. Operates two five-week, residential summer sessions. 64 enrollees.

Arthur Pope, Director
Northwest Youth Corps
895 East 39th Ave.
Eugene, OR 97405
503/343-6419

**Sacramento Local Conservation Corps, CA ($357,000):** Administered as a private, non-profit corporation. Funded by JTPA, special allocations under the California Conservation Corps Act and private donations. Contracts for work on public land. Mandatory education and training component operated through Consumnes River College. Ages 18-23. Year-round, non-residential. 58 corpsmembers.

Ron Espinoza, Executive Director
Sacramento Local Conservation Corps
c/o Consumnes River College
8401 Center Parkway
Sacramento, CA 95823
916/423-3139

**San Francisco Conservation Corps ($1.5 million):** Administered as a non-profit organization. Funds from government projects, philanthropy and fees for services. Contracts for work on public land. Ages: 18-23 year-round & 15-18 summer. Non-residential. 85 corpsmembers.

Robert Burkhardt, Director
San Francisco Conservation Corps
Fort Mason, Building 111
San Francisco, CA 94123
415/928-SFCC

**Sonoma Community Conservation Corps ($80,000):** Administered by a private, non-profit organization. Funded by fees for services. Operates on public and private lands. Ages 16-23. Non-residential. 8 enrollees. Summer JTPA funded YCC ($155,000) works on public lands for non-profit agencies. Ages 14-21. Non-residential. 95 crew positions.

Marla Young, Program Manager
Sonoma Community Conservation Corps
9619 Old Redwood Highway
Windsor, CA 95492
707/838-6641

**Smokey House, VT ($270,000):** Administered by a non-profit organization. Operates natural resource demonstration project and work/study program for in-school, disadvantaged Vermont youth, ages 14-19. Funded by school tuitions, philanthropy and federal dollars. 24-36 enrollees.

Richard F. Kovacs, Director
Smokey House
R.D. #1 Box 292
Danby, VT 05739
802/293-5121

**Tennessee Valley Authority Conservation Work Corps ($720,000):** Contracts for work with other local, state and federal agencies, currently the U.S. Army Corps of Engineers and the National Park Service. Operates on public lands. Minimum age 18. Year-round, non-residential. 40 enrollees.

Chris Strain, Program Manager
Tennessee Valley Authority
1C41 Old City Hall Complex
Knoxville, TN 37902
615/632-6033

**Youth Conservation Corps ($10 million):** YCC still operates on a limited basis in three federal agencies: National Park Service, Fish and Wildlife Service and Forest Service. Ages 15-18. Primarily non-residential. Summer only.

NPS-Grover Barham, 202/343-2917
FWS-Don Boyd, 202/343-4404
FS-Leon Anderson, 202/382-1690

**Youth Energy Corps, NY ($250,000):** Administered by a private, non-profit organization affiliated with the Bronx Girls Club. Work/training program for disadvantaged youth. Ages 16-18. Provides basic weatherization for low-income housing. Funded by foundation support for training and fees for services. Year-round, non-residential. 30-48 enrollees.

Howard Luckett, Executive Director
Corporation for Youth Energy Corps
The Bronx Girls Club
1130 Grand Concourse
Bronx, NY 10456
212/590-4050

## Canadian Corps Programs

**Katimavik ($50 million):** Administered as a non-profit organization. Youth serve for nine months as volunteers to communities and non-profits in conservation and human service projects. Ages 17-21. Enrollees receive $1 a day and $1,000 bonus for a nine-month stint. Supervision, supplies and materials provided by communities and agencies served across Canada. Residential.

Robert Hue, Deputy Exec. Director
Katimavik
2270 Ave Pierre Depuy Cite du Havre
Montreal, Quebec H3C 3R4
514/861-9901

## Appendix B

### Conservation and Service Corps Resource List

Many organizations provide information and technical assistance on a wide range of youth service, employment and training issues. We list here some having valuable resources for youth, conservation and service corps advocates. And do contact corps directors listed in the Center's "Conservation and Service Corps Profiles."

**National Association of Private Industry Councils:** A membership association of Private Industry Councils operating across the nation under the Job Training Partnership Act.

Bob McKnight, Executive Director
Lori Strumpf, Assistant Director
NAPIC
810 18th St., NW
Washington, DC 20006
202/223-5640

**National Association of State Conservation Corps Program Agents:** A membership organization of state conservation corps directors, for promotion of corps programs and information exchange.

John Grix, President
NASCCPA
500 Lafayette Rd., Box 4
St. Paul, MN 55146
612/296-2144

**National Service Secretariat:** A research, information, policy and technical assistance source on national youth service and service-learning.

Donald Eberly, Executive Director
National Service Secretariat
5140 Sherier Place, NW
Washington, DC 20016
202/724-0458

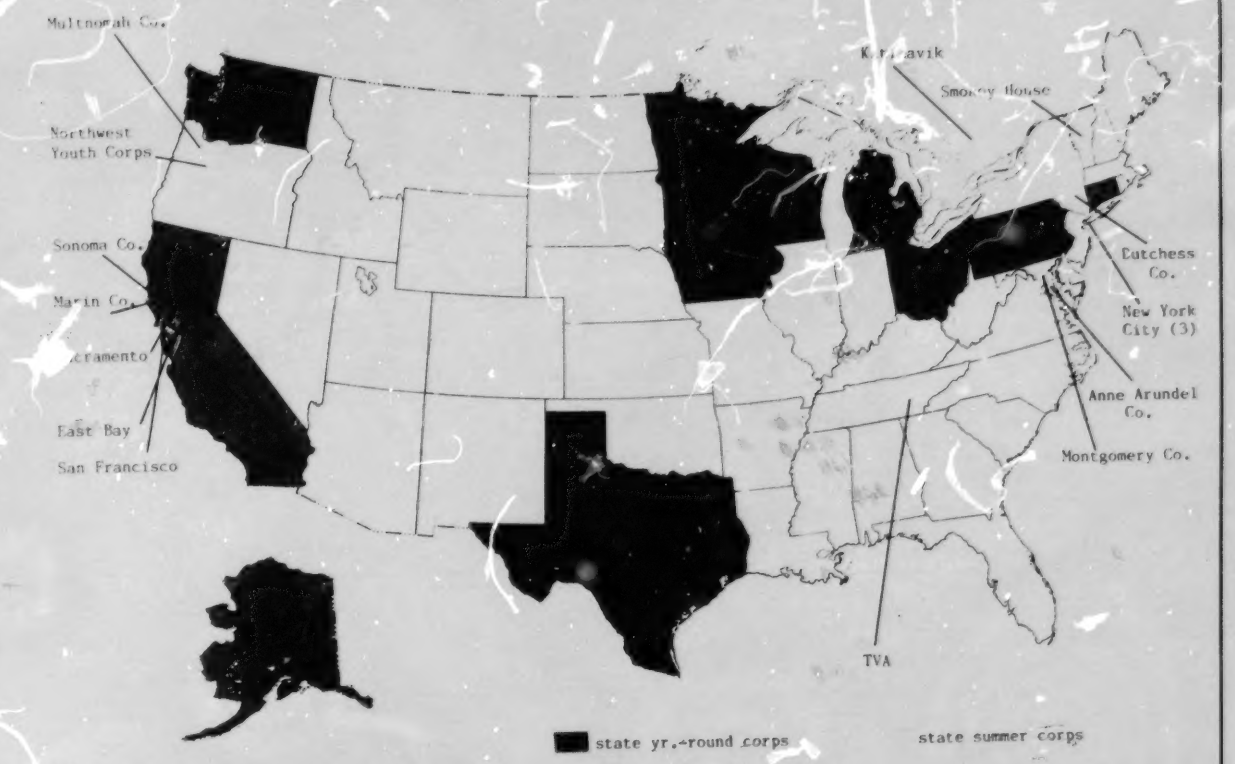
**Public/Private Ventures:** A research, policy analysis and information service center concerned with economic development and youth employment and training.

Michael Bailin, President
Public/Private Ventures
399 Market St.
Philadelphia, PA 19106
215/592-9099

**Roosevelt Centennial Youth Project:** A public policy, research and advocacy group concerned with youth employment and education issues.

Frank Slobig, Project Director
Roosevelt Centennial Youth Project
810 18th St., NW
Washington, DC 20006
202/783-8855

## *State and Local Corps Bloom Across U.S.*




**A Tenacious Good Idea:** Following the 1981 cut-off of federal corps funds, cost-effective state, local and non-profit conservation and service corps have increased from two to 29, although most are seriously underfunded. This map shows states and localities where corps youth are now at work. A small summer Youth Conservation Corps operates on federal lands.

H.E.C. - March 1985